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*Edwin Friedman*

# ANNADALE- HUGUENOT

PLANNING FOR A NEW RESIDENTIAL COMMUNITY ON STATEN ISLAND







*... we must work together to develop this island with sensitive direction, with common sense, and with a deep regard for the preservation of its remaining natural beauty and the enrichment of the lives of the people who make their homes here."*

Mayor John V. Lindsay



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# **ANNADALE- HUGUENOT PLANNING FOR A NEW RESIDENTIAL COMMUNITY ON STATEN ISLAND**

Report prepared for Mayor John V. Lindsay and the New York City Housing and Development Administration, Jason R. Nathan, Administrator  
Raymond & May Associates, Planning and Urban Design Consultants,  
in association with Shankland, Cox & Associates, Planners and Architects.

Associated Consultants:

Eberlin and Eberlin, Engineering;

M. Paul Friedberg Associates, Landscape Architecture.

October, 1967





RICHMOND PARKWAY

STATEN ISLAND RAPID TRANSIT

ANNADALE

HUGUENOT

AMBOY ROAD

WOLFE'S

POND

PARK

HYLAN

ST. JOSEPH'S  
BY THE SEA

ARETUS  
LAKE

BOULEVARD

ARDEN AVENUE

RARITAN BAY

NORTH ↗

# ANNADALE- HUGUENOT

is a 1,080-acre tract of land on Raritan Bay in the southeastern part of Staten Island, New York.

A land of gently sloping topography, woods, streams, and lakes, it stands poised, anticipating the inevitable impact of explosive population growth now occurring on the Island.

# CHALLENGE

Vacant land is a scarce commodity in New York City. Yet almost 70 percent of Annadale-Huguenot remains undeveloped, and more than half of this vacant land is owned by the city. Left to the usual forces of development, this valuable land resource would soon be covered with row upon row of identical houses of uninspired design, arranged in dreary monotony along a wasteful gridiron street pattern. Trees would be indiscriminately felled, lakes filled, hills leveled, and the uniquely precious shorefront squandered. New York's rapidly dwindling resources demand far more efficient and attractive utilization.

The bulk of the nation's future population growth will occur in its metropolitan areas. It is, therefore, essential that the continued viability of the central cities at the heart of these metropolitan areas be assured. It is equally essential that real communities replace the depressing sterility of recent suburban developments at the metropolitan fringes.

All these factors meet, symbolically, in Annadale-Huguenot. Here, in South Richmond, where it still can, New York City has the obligation to build a better residential community. The "cookie-cutters" will no longer do. Annadale-Huguenot must serve as a model for city growth throughout the nation, providing ultimately a fitting physical setting for that most elusive of goals — the good life.

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Gridiron streets in neighboring Eltingville 7

# RESPONSE

This report outlines and recommends a planning approach for Annadale-Huguenot which:

- Seeks to build a richly-textured community, rather than a series of unrelated developments.
- Preserves the maximum possible number of existing homes and surrounds them with similar or entirely compatible development.
- Respects and preserves the area's natural features, including special provisions for shore protection and prevention of beach erosion.
- Creates a diversity of choice through provision of a variety of housing types.
- Contains a rational, safe, and efficient circulation system for the flow of pedestrian and automobile traffic.
- Includes a full range of community facilities, at a scale commensurate with our potential rather than tailored to past minimums.
- Provides a linked pedestrian walkway and park system.
- Attempts to create an overall environment of the highest possible quality, attuned to the needs and desires of contemporary man and society.

## FOUR ALTERNATIVE PLANNING CONCEPTS HAVE BEEN PREPARED AND EVALUATED

Concept 1 represents an upgraded continuation of existing trends.

Concepts 2, 3, and 4 represent a planned approach to the new community, utilizing public land assembly powers and creating a street system very different from the presently mapped gridiron pattern.

Concept 2 would use single-family detached homes, exclusively. Concept 3 provides a variety of housing types, with an emphasis on single-family development of town houses and detached homes. Concept 4 represents the maximum density permitted under present zoning, with a resulting emphasis on apartment development.

All four concepts merit serious consideration. The consultants feel that concept 3 best meets the community objectives outlined above, and recommend it as most suitable for the detailed planning process which will follow public discussion of these alternate concepts; many of the planning concepts embodied in this alternative are, of course, also an integral part of concepts 2 and 4.

This report first outlines the community envisioned in the recommended concept (alternative 3).

The planning background and alternative concepts are then explained and compared.





*The proposed community takes its shape from the natural contours of the land. Clusters of single-family homes are part of a series of neighborhoods, each served by schools, parks, and shops. A slender point block apartment marks the neighborhood center.*

# THE COMMUNITY

The plan for Annadale-Huguenot is built around the area's great natural assets: its slopes and streams, its woods and shoreline. It envisions a community of 23,500 people, living in a broad variety of housing types, including single-family homes set in wooded areas, town house clusters, slender point block apartments, and terraced apartments and point block towers on the shores of Raritan Bay.

The plan is not content with the aimless repetition of a single dwelling type in an antiquated gridiron street pattern. Instead it proposes a design for a true community, based on diversity of choice, and providing for a full range of living needs. The new community will include: two new elementary schools on 5-acre sites, a new junior high school on a 10-acre site, expansion of the sites for both existing public schools, new parochial schools, churches, parks, a library, a combined fire house and police station, shopping, restaurants, and public promenades along the bay.

Homes are conceived of as more than individual bits and pieces: each is part of a neighborhood, with its own open space system leading to schools, parks, and shopping. Each neighborhood is designed so that no through traffic will disturb peaceful residential streets. Existing streams and ponds become the nuclei of a neighborhood park system which winds through the entire community and culminates in a center and major focal point for the new Annadale-Huguenot community: a dramatic 65-acre shopping and residential complex, including 25 acres of filled land around a 40-acre man-made lagoon on the bay.





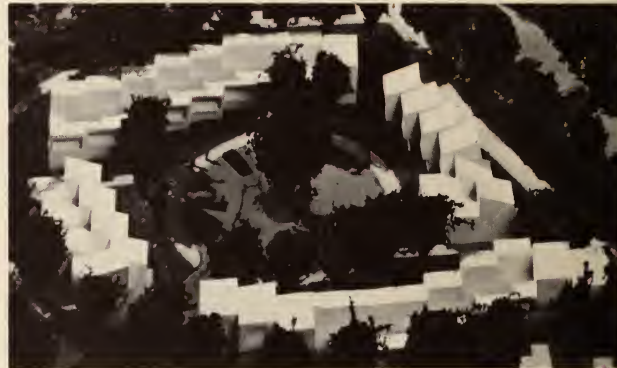


# A VARIETY OF HOMES

The plan is designed to provide housing suitable for a variety of family needs:



In areas whose character is determined by the presence of existing one-family homes, the plan proposes 1,000 new single-family detached houses, generally on 60x100-foot lots. Wherever possible, however, the new houses would be arranged in clustered groups, and a portion of the individual 60x100-foot lots utilized to form common open spaces.



Most of the proposed new housing (3,750 units) would be developed in the form of attached town houses, designed for family living and grouped in small residential clusters of varying design. In this type of housing each family would be provided with private outdoor space, and would also have the benefit of extensive and useful common open spaces which it would share with its neighbors in the same residential cluster.

The town house clusters will be part of a series of neighborhoods, each containing between 600 and 1,000 homes, with convenient access to local shopping.



Each neighborhood will also include one or two 11-story point block apartments, in order to provide housing for young adults, older couples whose children have grown up, and other families preferring such housing. 400 apartments in this type of housing will be provided for the entire 1,080-acre area, with 40-80 apartments in each neighborhood. These apartments might, for example, house families who no longer need all the space provided in a town house, but who want to remain in their own neighborhood to continue established friendships and interests. The apartments, which are planned in conjunction with the local shopping, will also provide a focus and architectural accent for each of the neighborhoods.

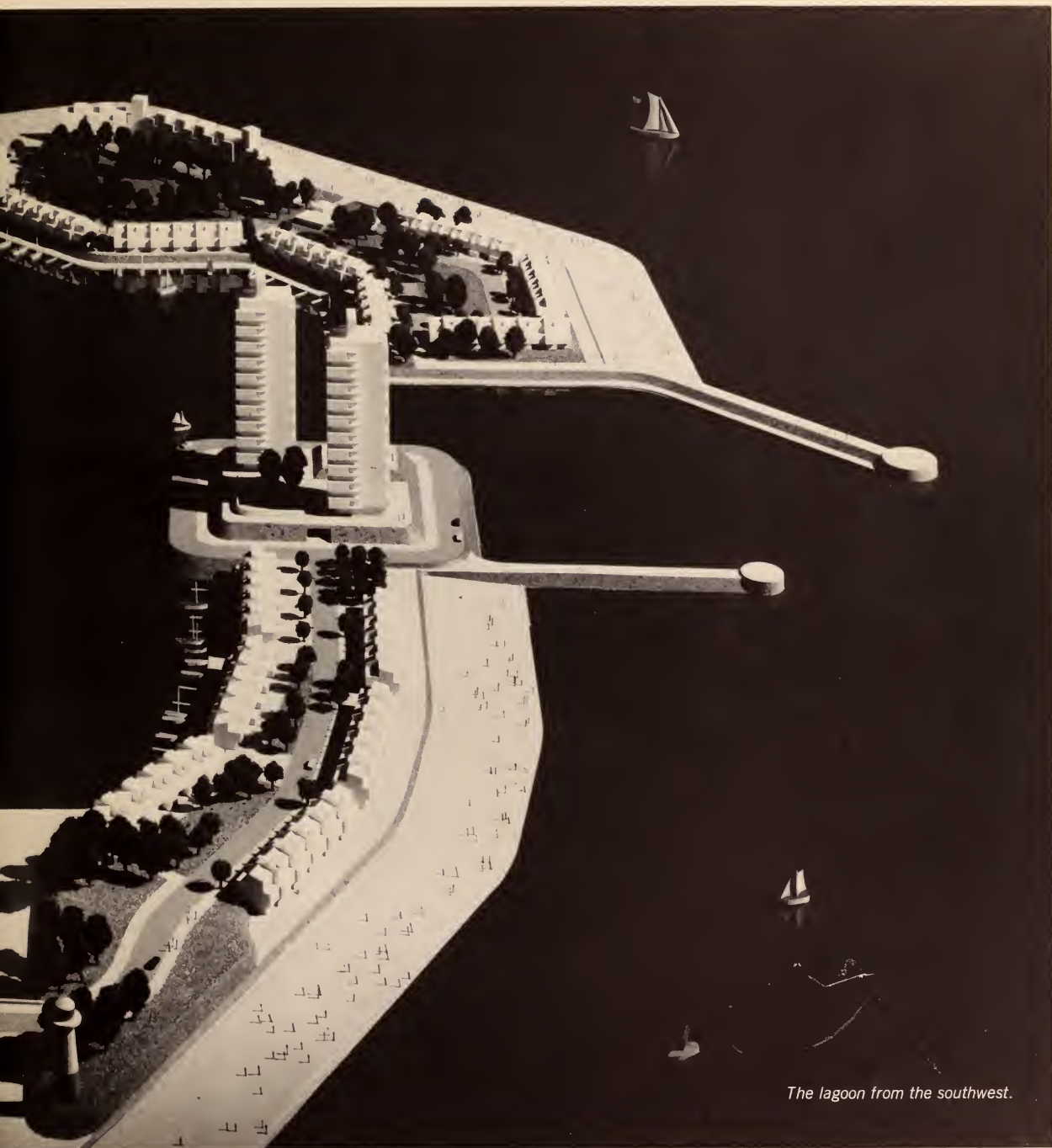


The frontage on Raritan Bay becomes the setting for the plan's most dramatic housing. Here it is proposed to build two arms of land out into the bay, creating a lagoon and marina. Around the lagoon the plan envisions 1,200 dwelling units, in terraced apartments cascading down to the water's edge and town houses with individual boat mooring facilities. Two point block apartment towers mark the harbor's entrance. The community's major shopping facilities, scaled to the needs of Annadale-Huguenot, would also be built here. ➡➡









*The lagoon from the southwest.*

# A WATERFRONT FOR PEOPLE



By placing the already planned Shore Front Expressway on an inland alignment, rather than along the water's edge as previously proposed, it becomes possible to design a community enjoying an intimate relationship between land and water.

Public promenades, shops, town houses, and terraced apartments around the lagoon and marina will form a unique environment in the New York metropolitan region.





# WOODED WALKWAYS; SAFE ROADS

The circulation system for Annadale-Huguenot will be differentiated according to function:



A pedestrian walkway and open space system, independent of vehicular circulation, will knit the entire Annadale-Huguenot community together. Each residential cluster will have its own common open space, maintained by an association of homeowners. These individual green areas will be tied together by a continuous pedestrian greenway, linking homes, shops, schools, and large public parks. Where possible, the walkways and parks will be developed in conjunction with existing streams and lakes.







The walkway system is designed to provide a series of different experiences as it passes cluster housing groups, crosses the central park and expressway, and ultimately reaches the community center and bay.

- shopping plazas are rich in detail and color, with decorative pavements and changes in level separating shoppers from those relaxing and browsing. The plazas are brightly lit, with banners flying and the splash of water in fountains serving as a sculptural focus for the surrounding store fronts. These are urban spaces, shaded by a cluster of trees.

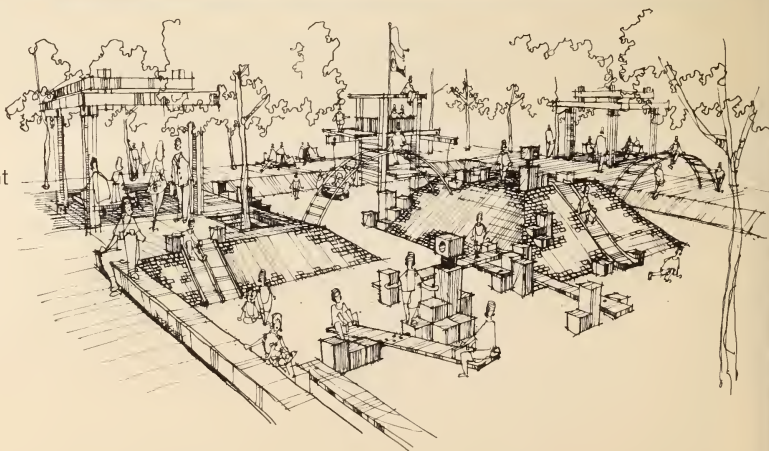
- walk intersections are marked by changes in pavement, special lighting and benches, and colorful kiosks, giving directions to pedestrians and announcements of current events, meetings, movies and plays.

- The walks themselves are varied in character, with foliage alternately hiding and revealing groups of homes.

- public benches are complemented by secluded sitting areas, providing a spot to play chess or checkers, or simply meditate.

- areas for the adventurous play of pre-school and pre-teenage children are composed as sculpture on the ground, with earth or granite block mounds rising as sculptured shapes from a sand base. A linked, continuous experience of slides, bridges, arch climbers, timber stepping columns and wood tree houses provides inviting fun. A covered sitting pavilion overlooks the play area separated only by a change in elevation.

- the central park includes an open meadow, an amphitheater set into the hill at one end of a lake, and an observation tower perched at the highest point of elevation in the park—a visual reference point for the entire area. The amphitheater provides a setting for concerts and plays, the lake for row boats and fishing. An arboretum's planting marks the changing seasons.



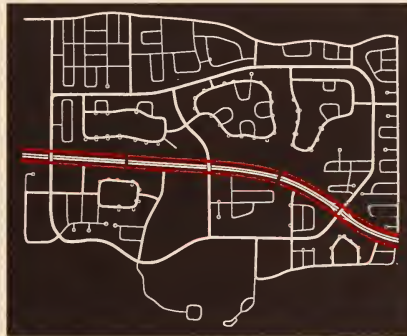


# THE VEHICULAR CIRCULATION SYSTEM WILL HAVE FIVE PARTS:

1) An Expressway will provide long distance connections of a borough-wide or regional nature. One interchange will give direct access to Annadale-Huguenot.

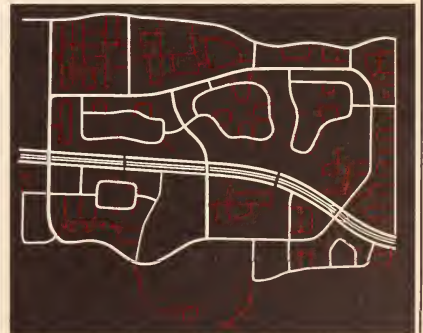
2) Hylan Boulevard, an existing major artery, will act as a pair of one-way service roads for the expressway, and will be the major highway link between the new community and other nearby sections of Staten Island's south shore. It will also provide connections to the Richmond Parkway via the previously planned Richmond Parkway Spur to Wolfe's Pond Park. Three local intersections with Hylan Boulevard are planned.

3) A loop traffic distributor will provide connections to Hylan Boulevard, tie together the residential neighborhoods, and provide access to the major shopping area and promenade on the lagoon. This road will also provide access to Annadale and Huguenot, the area's two rapid transit railroad stations (which connect with the Manhattan ferries). The loop road is designed to protect existing houses from the effects of the traffic generated within the new development.

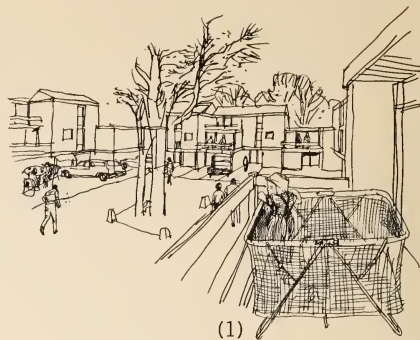


4) Each of the residential neighborhoods will be served by a collector street connected to the loop traffic distributor. The collector streets will serve the local stores and each of the small residential clusters.

5) Individual homes will be reached by means of local streets, designed to exclude high-speed through traffic.



# A WALK THROUGH ANNADALE- HUGUENOT



(1)



(2)



A walk through the new community would typically begin in one of the residential clusters(1). Each of these areas is designed to provide a place for young children's play and a pleasant sitting area for adults, away from heavy traffic. Each home in the cluster has its own private patio or yard and shares in the use of a larger open space, held in common and maintained by a homeowner's association.

A pedestrian path(2) connects this open space with the neighborhood shopping area (accessible by car from the collector road) and passes the point block tower at the neighborhood center. As the path continues(3), it passes other residential clusters of varied design and layout. Each group of homes has been carefully fit into the existing topography; wherever possible, existing trees are preserved. Eventually the path joins another pedestrian route

running through a park containing a "fenway." This fenway is part of the system of natural streams and lakes which have been preserved and utilized as a component of the new storm water drainage system. The pedestrian path now leads to a major community park, with playfields, tennis courts, picnic areas, hills for sledding, a lookout tower, an amphitheater on a small lake, and an arboretum. The new junior high school and one of the new elementary schools are next to this park, providing a full range of recreational activities for all age groups. This park is also reached by another greenway system extending the full width of the community, from a park in the northeast which preserves a stand of silver beech trees, past a new parochial school, to the new South Richmond High School and Wolfe's Pond Park in the southwest.

*(The walk continues on the following page)*



The expressway, which borders the park on the south, has a special pedestrian crossing at this point. Once over Hylan Boulevard and the expressway, the walkway passes, on the right, a group of houses that have been retained and, on the left, a group of town house clusters, a school, and a church. The path now leads past the new fire house and police station, passes under the loop traffic road, and emerges in the community's shopping mall on the lagoon(4). Rising on either side of this mall are terraced apartments. Ahead

are the upper and lower promenades around the lagoon. To the left and right, apartments and town houses face the harbor; ahead are the twin point blocks at the harbor's mouth, on the bay(5). Outdoor restaurants and shops face the lagoon on the promenade; boats of all sizes are moored at the water's edge and ever-changing glimpses of the bay appear between the town houses on the far side of the lagoon(6). Apartments are grouped around swimming pools; one group is built around an existing lake.







(5)



(6)

Beyond the lagoon are public promenades and beaches. To the southwest is a half-mile extension of the public beaches of Wolfe's Pond Park, a regional recreation facility. To the northeast is a public beach and promenade intended primarily for the use of the Annadale-Huguenot community and other residents of South Richmond. The plan includes provision for shore protection and beach protection; public access to the waterfront has been preserved and enhanced.





# THE PLANNING BACKGROUND

An extensive study of physical, social, and economic factors influencing development in Annadale-Huguenot preceded the development of the alternative concept plans. Some of the highlights of these studies are outlined in the following pages. Two detailed technical reports, analyzing the Staten Island and Annadale-Huguenot housing market, and describing the results of an in-depth survey of the present area residents, have been prepared and separately printed.

**The Region** Staten Island is, inescapably, a part of the New York Metropolitan Region. Annadale-Huguenot is an hour to an hour and a half away from jobs in Manhattan and even closer to employment centers in Brooklyn, Newark, and other parts of New Jersey.

The development pressures in this region are immense; by 1985 living space must be found for an additional 6,000,000 people. Staten Island, with its unique, close-in vacant land resources, has already experienced a surge in population, and is expected to double its present population through absorption of an additional 300,000 people over the next 20-30 years.



**The Borough** The 1964 opening of the Verrazano-Narrows Bridge, connecting Staten Island with Brooklyn, spurred the borough's population growth and radically altered the Island's transportation patterns and potential. Coupled with the Staten Island Expressway, the bridge offers a new route between New Jersey, on the one hand, and Brooklyn, Long Island, and New England on the other. New transportation links within Staten Island thus become necessary for two purposes: to serve the Borough's rapidly-expanding population, and to serve both city and regional transportation requirements.

Several additional routes are under study, design, or construction. Two will connect crossings in South Richmond to the Staten Island Expressway. The West Shore Expressway would run through the industrial areas opposite New Jersey. The Shore Front Drive would begin at the Outerbridge crossing and might possibly connect with a new crossing over Raritan Bay now on the long range planning boards of several highway planning agencies. It would pass through Annadale-Huguenot, and continue along the eastern shore to a connection with the Verrazano Bridge. These two roads would be linked by the Northshore Drive, to form a loop all around the Island.



Examined from a regional level, it is clear that the Shore Front Drive, which is planned as an eight-lane expressway, will be of prime significance as a through traffic route, since, together with the New Jersey Turnpike and Verrazano Bridge, it will offer the shortest route for major inter-city traffic flows in this portion of the east coast.

A second major road linking Annadale-Huguenot with the Staten Island Expressway is the Richmond Parkway, now under construction north of the study area.

The Staten Island Rapid Transit offers connections with the New York ferry at St. George. Various short and long-range improvements are being considered for this line, including a possible direct connection with Manhattan via an extension into New Jersey. Additional parking at the Annadale and Huguenot stations would be required to supplement the present inadequate facilities once the area is more fully developed.

Of all the Staten Island shorefront, Raritan Bay, between Annadale-Huguenot and Wolfe's Pond Park on the south, and Great Kills Park on the north, is least susceptible to pollution from the Narrows and Arthur Kill outlets.



**Existing Development** Most of Annadale-Huguenot is undeveloped. More than half of this vacant land is city-owned, secured because of non-payment of taxes on portions of premature subdivisions made during the land speculation boom of the 1920's.

Residential development consists almost entirely of single-family detached houses, generally scattered around the area's edge or in fairly compact groups. There are some 700 dwelling units in the area, of which 160 are occupied only during the summer and 30 are vacant.

The area contains two schools: P.S. 5, built in 1930, has a present enrollment larger than capacity, with the excess accommodated in temporary classrooms. J.H.S. 7 is a new facility, utilized, in 1966, at about 75% of capacity. Both schools are on small sites. Children from the eastern edge of the area attend P.S. 55, a new school on Koch Boulevard, two blocks east of the study area boundary. The school is already utilized at its intended capacity.

The largest individual land use is St. Joseph's by the Sea, a Catholic girls' high school for 800 pupils. Our Lady Star of the Sea, a K-8 parochial school, is on Amboy Road near Huguenot Avenue, just north of the study area, with kindergarten classrooms on Huguenot Avenue south of Amboy Road.



A new parish (Holy Child) is being created at the northwestern corner of Amboy Road and Arden Avenue.

There are no major shopping facilities within Annadale-Huguenot: two small groups of stores are found at the Annadale and Huguenot railroad stations, north of the study area. A number of bars and restaurants are mixed with summer bungalows near the shore.

Although some 208,000 linear feet of streets are mapped, in a generally repetitive gridiron pattern, the actually developed street system comprises only 110,000 linear feet.

Hylan Boulevard is a major road of borough-wide importance, providing connections with the Verrazano Bridge and commercial areas to the northeast.

Amboy Road is an important through street, giving access to the Outerbridge Crossing and other areas of Staten Island to the northeast. It is quite narrow and extensively developed, thus precluding any painless major widening.

Existing Land Use Summary (Acres, Rounded)		Total Area
Vacant		1080
Privately owned		560
City owned		
Streets		320
Developed		160
Undeveloped		160
Developed Land		200

**The Land** Annadale-Huguenot slopes gently upwards from the beaches on Raritan Bay to Amboy Road. The highest elevation, some 115 feet, lies near Arden Avenue and Amboy Road.

The area contains several streams and lakes, the largest of which, Arbutus Lake, lies entirely within the property of St. Joseph's by the Sea High School. Much of the land is wooded, with relatively recent growth. The area contains an exceptional two block stand of silver beech trees, said to be the last of their kind in Staten Island.



The shoreline is subject to erosion. The Army Corps of Engineers plans beach protection for the area proposed in these plans as an extension of Wolfe's Pond Park—that is, southwest of Arbutus Lake. All of the development concepts call for shore protection along the remainder of the shorefront, coupled with a program for the prevention of beach erosion. Sample borings suggest that the subsoil consists primarily of medium-compact to compact, fine to medium, red-brown sand and gravel with traces of clay or silt. Local clay pockets can be anticipated, and at intermediate levels, some narrow levels of sandy soil will be encountered which act as water carriers; special design may be required locally where such conditions exist. In general, however, the sub-surface soils provide adequate bearing for structures contemplated in the planning studies.

**Public Utilities** The area is not served by public sanitary sewers. The already planned "West Branch" interceptor sewer, connecting with the Oakwood Treatment Plant at Great Kills Park will, however, have sufficient capacity to service proposed future development in Annadale-Huguenot.

Limited storm drains and water lines already exist in some sections of the study area. It may well be possible to use some of the area's streams and lakes for a portion of the required drainage system (the so-called "fenway" concept), but further public improvements in both the storm drain and water system will be required prior to any extensive new development.



**Existing Zoning** Two zoning districts are mapped in Annadale-Huguenot. In areas designated R1-2 the only permitted residential uses are single-family detached houses on lots with a minimum width of 60 feet and a minimum total lot area of 5,700 square feet.

In areas designated R3-2 residential development of any kind is permitted. Detached one- or two-family houses must be on lots with a minimum width of 40 feet and a minimum total lot area of 3,800 square feet. Approximately 26 dwelling units per acre are permitted for apartment developments.





**The People** The consultants conducted an in-depth survey of 276 (54%) of the present Annadale-Huguenot families. A detailed report on the study has been separately printed.

While the families now living in Annadale-Huguenot will represent only 8% of the future population under the recommended alternative, their opinions and living patterns were of considerable usefulness in the formulation of a plan for the area. For example:

The residents are deeply attached to Annadale-Huguenot: 40% have lived in the area over 15 years; 42% have relatives on Staten Island; many families have returned to the area after living elsewhere; 56% of the families interviewed belong to local groups or clubs. Nearly half (49%) of the household heads work on Staten Island—others work in Manhattan, New Jersey, and Brooklyn, with some working as far away as Westchester and Long Island; 27% of the families have secondary wage earners, with more than half working on Staten Island. Eighty-five percent of the respondents own at least one car; a third of these families own two or more. Over half the families interviewed use a car in getting to work.

The following problems were frequently mentioned: the poor condition of the beach; inadequate parking at the railroad stations; noise and problems caused by people from outside the area attracted to waterfront facilities; poor bus service; no activities for teen-agers; poor street conditions; inadequate city services; lack of sewers; lack of sidewalks; lack of adequate local shopping facilities.

Many families indicated that they were originally attracted to Annadale-Huguenot by the rural atmosphere. The woods, isolation, lack of crowding, privacy, and areas of open space were often cited as the area's most appealing features.

It is well worth noting that the qualities of Annadale-Huguenot most highly prized by the present residents—its woods, privacy, and rural atmosphere—will, given the typical development elsewhere in Staten Island, soon be swallowed up and completely blotted out by an irresistible tide of unimaginatively designed houses. The evidence is abundant in neighboring Eltingville. Only under a planned approach can the woods, streams, and shoreline be dealt with sympathetically. The option of leaving Annadale-Huguenot in its present isolation is simply not available.

**The Market** An analysis of the Annadale-Huguenot housing market has been prepared and separately printed. The following highlights are pertinent to the planning process:

A large proportion of the Staten Island families attaining high incomes appear to leave for Westchester, Nassau, and other counties offering superior housing choice and environment.

Fast-rising land costs have priced many Staten Island home buyers out of the market.

Housing costs on Staten Island are currently about the same as in the better sections of Queens, where there are more extensive shopping and community facilities; thus, the Island is at a disadvantage when competing in the metropolitan housing market.

Demand for housing in Staten Island over the next two decades is expected to rise from the present level of 2,500 units per year to at least 4,100 units per year.

Proposals for Annadale-Huguenot have attempted to infuse the new community with a stamp of quality. By creating an environment unique in New York City, Annadale-Huguenot should appeal to a much broader segment of the population than the constantly repeated limited-reperory of unimaginatively designed housing now available.

# FOUR PLANNING ALTERNATIVES WERE STUDIED

The development concepts share a number of common assumptions. All envision a new South Richmond High School, as already planned by the Board of Education, at Amboy Road and Luten Avenue. All provide for an extension of Wolfe's Pond Park, both north of Hylan Boulevard, and for a half-mile along Raritan Bay. All provide for shore protection and additional public beaches and public promenades in the remainder of Annadale-Huguenot. In addition, two basic planning assumptions are common to all the concepts:

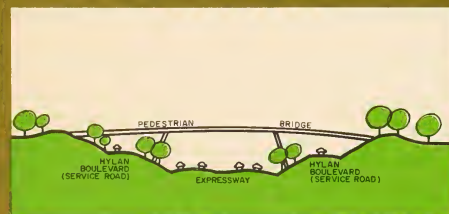


1. The maximum possible number of existing homes are retained and incorporated in the proposed plans. In order to preserve and enhance the character of existing built-up areas, new adjacent development would be of a similar or highly compatible type. The circulation system is designed so that existing houses are protected from the effects of traffic generated within the new development.



2. The proposed Shore Front Drive, an eight lane expressway, is located inland, generally in the existing Hylan Boulevard corridor, rather than directly on Raritan Bay as previously planned.

By removing the highway from the bay the waterfront becomes much more usable and directly available for homes and people rather than high-speed automobiles and trucks. At the inland location there would be no danger of separating Annadale-Huguenot into two halves since the highway would be depressed and have at least three crossings for automobiles and pedestrians plus two other crossings for exclusive pedestrian use.





The four development concepts differ in their assumptions about housing types, densities, or the means to be utilized in bringing the plan to reality. All the concepts, except alternative 1, involve the extensive use of land assembly powers as provided for in Section 504, Article 15 of the General Municipal Law of the State of New York.

These are concepts. Elements of one can often be incorporated in another. All can be modified and refined in detail without affecting the basic concepts embodied in the design.

## THE FOUR CONCEPTS

**1. Continuation of Existing Trends.** This concept assumes that all new housing will be one-family detached, on lots 60 feet wide, with R1-2 zoning rather than the present combination of R1-2 (60' lots) and R3-2 (40' lots). It is basically a projection and upgrading of existing trends (including a gridiron street system), but does assume some improvements in the street system where there are large city or individual land holdings. The concept also calls for a high standard of community facilities, as do all the plans.

**2. Single-Family Greenway.** Through use of land assembly powers a modern subdivision and community structure becomes possible, very different from the presently mapped gridiron. All new development is single-family, basically on lots 60 feet wide (R1-2 zoning) except that maximum use is made of modern clustering concepts to create common open space from a portion of the individual lots.

**3. Variety of Homes.** As already illustrated, new development would be varied in character, including detached homes (16%), attached town houses (61%), and apartments (23%). The density of development would be higher than that of concepts 1 and 2, but lower than that permitted by present zoning.

**4. Maximum Zoning.** New development would be the maximum permitted under present zoning, distributed according to a planning concept rather than the existing zoning pattern. Existing one-family development would be, as in all the concepts, surrounded by compatible single-family development (8% of the new units). As many of the new units as possible (while still achieving the full zoning potential) would be in low density town houses (16%). Apartments, at 40 dwelling units per acre, would comprise 76% of the total new units.

*Concept 3 has been presented in detail on the preceding pages. Concepts 1, 2, and 4 are described in the following section.*

# CONCEPT I CONTINUATION OF EXISTING TRENDS

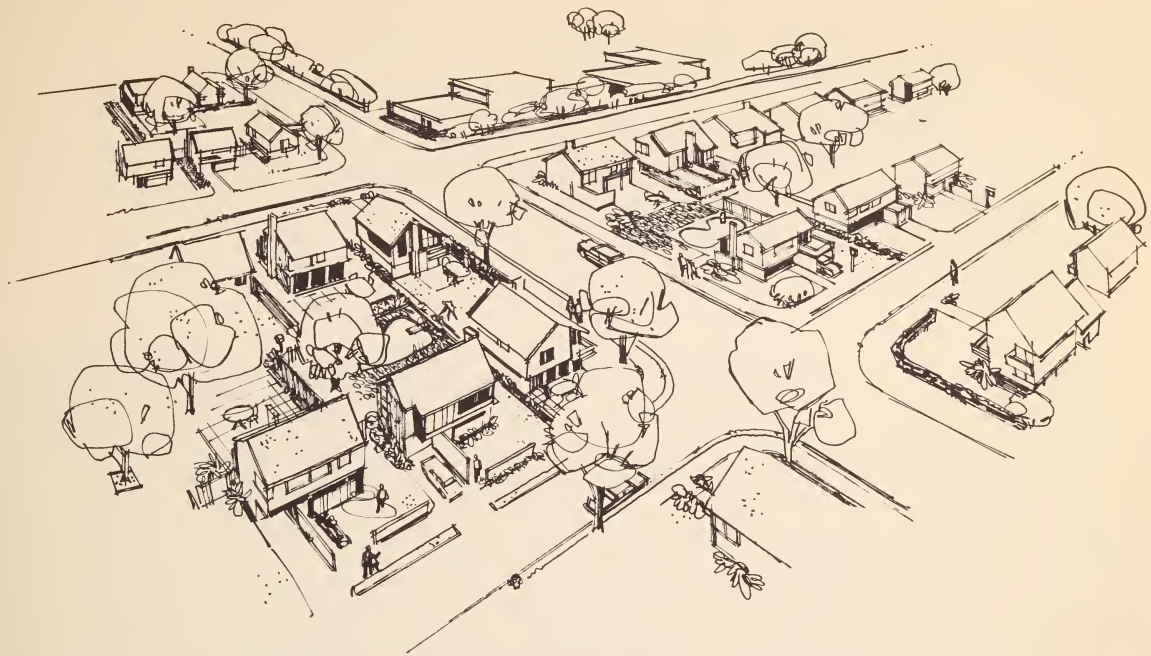
All the concepts preserve the maximum number of existing buildings. Alternate 1, in addition services the maximum number of existing privately owned parcels, whether developed or not. Street widths are those typical of new Staten Island development—60 feet for minor streets and 80 feet for collector streets—an unnecessarily generous allocation considering the low density of the housing being served. Because as many existing parcels as possible are provided with road frontage, the street pattern is, of necessity, generally in the form of the presently mapped gridiron. New community facilities are provided at the same scale as alternates 2, 3 and 4. The total population would be about 11,400, in 2,350 new single-family homes and 487 existing dwelling units.



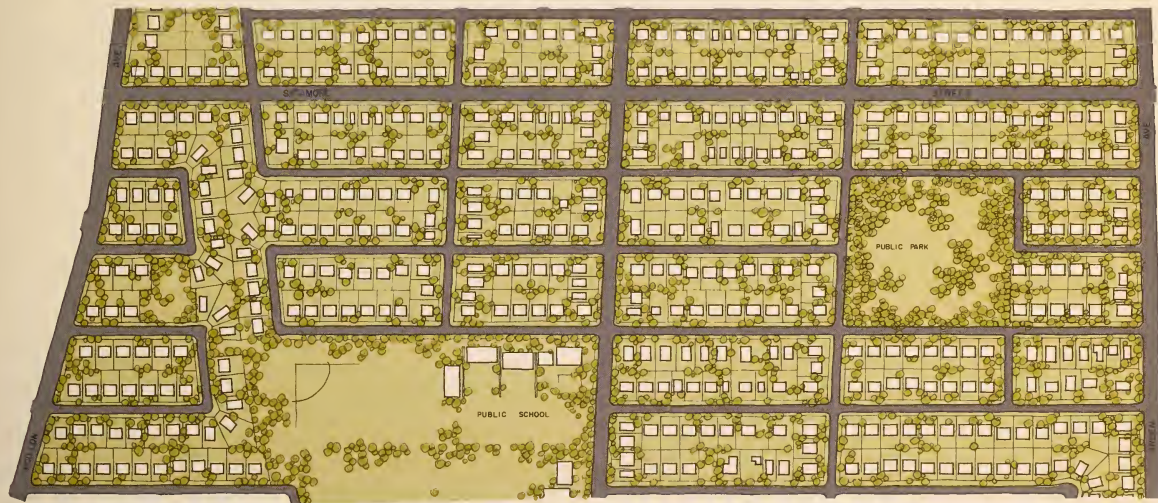
PRIVATELY OWNED LAND







**Illustrative Site Plan—Portion of Concept 1**  
 Under Alternate 1, Annadale-Huguenot  
 would have a largely gridiron street system.  
 Some clustering and loop streets would  
 be possible on large land holdings in  
 single ownership.





# CONCEPT 2 SINGLE-FAMILY GREENWAY

The second alternative develops a single-family community utilizing a linked pedestrian walkway and open space system as the major organizing element. Local streets are designed to eliminate the presence of heavy through traffic. The various groups of homes have access to the park and walkway system, which is built around the existing streams and lakes and links the entire community, providing access to schools, shops and other community facilities. The community design embodies the cluster principle—a portion of each 60 foot lot is utilized to form common open spaces which may be either added to the basic public park system or treated as internal parks, controlled by homeowner associations. The total population would be 12,100 with 2,550 new single-family homes and 480 existing dwelling units, slightly higher than alternate 1.







**Illustrative Site Plan – Portion of Concept 2**  
 Alternate 2 envisions a community of single-family homes with easy access to a central park and walkway.



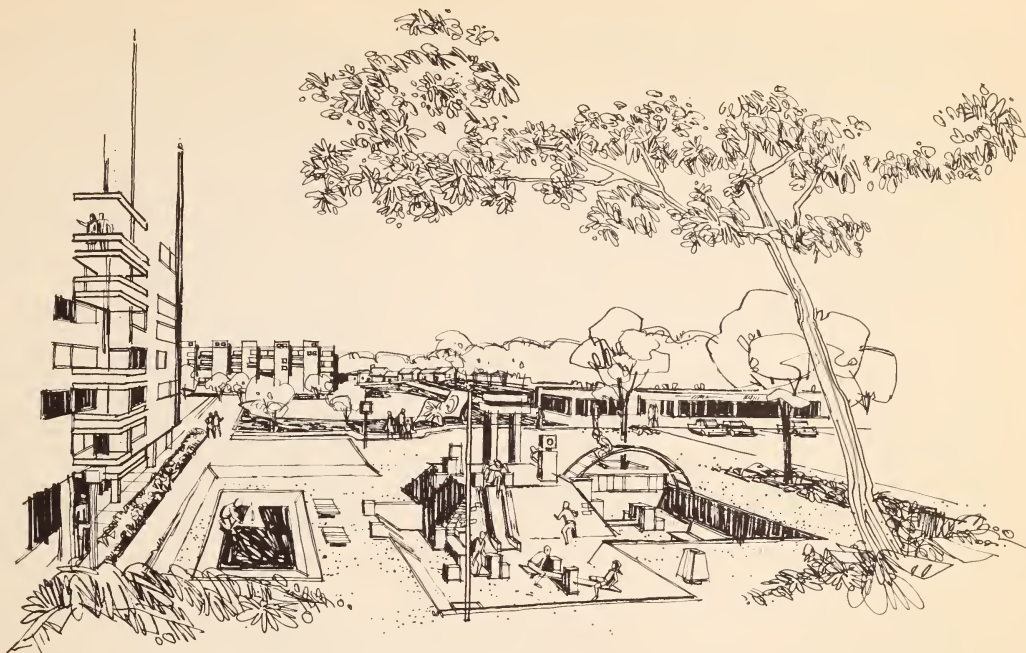


# CONCEPT 4 MAXIMUM ZONING

The basic organization of concept 4 is similar to concept 3. Here, however, the amount of new development is the maximum permitted under the existing zoning pattern; 10,400 new dwelling units are added to 448 existing homes, giving a total population of about 35,200. In order to reach this density, the majority of the new dwellings are in apartments of varying height, ranging from two to eleven stories, with an emphasis on 6-story development. At densities of 40 dwelling units per acre, such development permits the retention of ample open space, without overcrowding the land. The concept also envisions the development of town house clusters and new single-family development in areas of existing low-density homes.

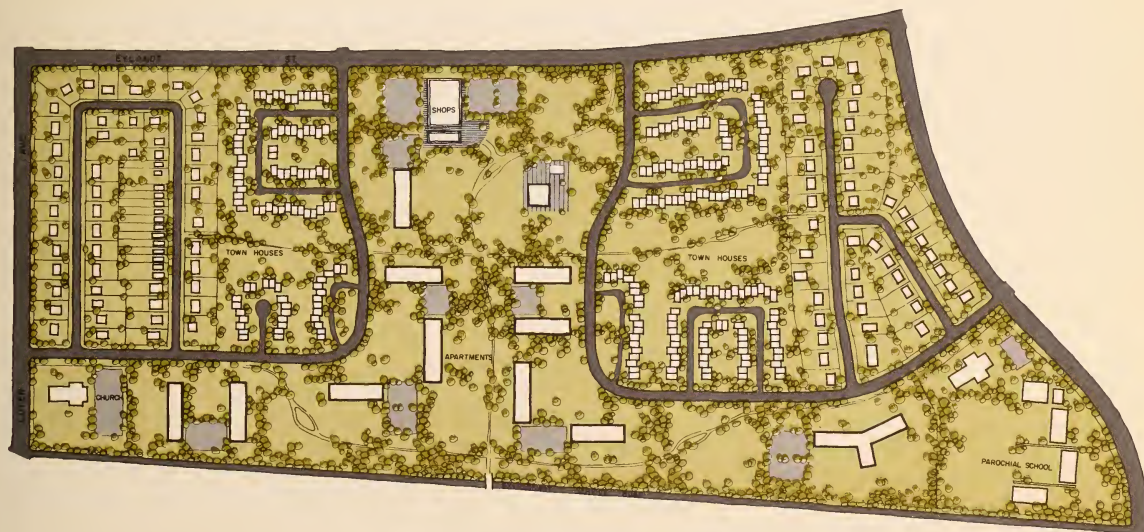






#### Illustrative Site Plan—Portion of Concept 4

Alternate 4 includes a variety of housing types, with an emphasis on apartments, and the retention of ample open space.



# COMPARISONS

Preliminary cost estimates appear to suggest that the overall investment in public utilities and community facilities will not differ significantly for



## CONCEPT 1

### Dwelling Units and Population

Year-Round Existing Homes to be Retained	487
Number of New Dwelling Units	2,350
Total Dwelling Units, Existing & New (Rounded)	2,840
Total Estimated Population	11,400
New 1-Family Detached Dwellings @ 7/Acre	2,350
New 1-Family Attached Town Houses @ 13-16/Acre	—
New Apartments @ 20-40/Acre	—

### Preliminary Estimates of Costs of Public Improvements\*

Streets, Excluding Expressway	\$ 7,800,000
Sanitary Sewers	17,300,000
Storm Drains	9,000,000
Water System	1,400,000
Street Lights, Street Trees, Traffic Lights, Fire Alarm, Police Boxes	3,260,000
Lagoon, Including Bulkhead, and New Beaches	—
Beach Fill (Exclusive of area west of Lagoon, which will be done by Army Corps of Engineers)	480,000
Shore Protection, Including Public Promenade	2,580,000
Miscellaneous and Contingencies @ 10%	4,182,000
SUBTOTAL	\$46,002,000
Administration, Design, and Supervision @ 10%	4,600,000
SUBTOTAL (ROUNDED) UTILITIES	\$50,600,000
Schools <sup>1 Elementary 1 Intermediate</sup>	\$ 8,250,000
Library, Police & Fire Station, and Parks	5,100,000
TOTAL COST OF UTILITIES AND COMMUNITY FACILITIES*	\$63,950,000

### COST OF PUBLIC UTILITIES AND COMMUNITY FACILITIES PER NEW DWELLING UNIT\*

\$ 27,210

the various concepts.\* The recommended concept, at a density between upgraded existing trends and maximum zoning, provides housing for significantly more families than concept 1, at a considerably lower cost per dwelling unit for public facilities.

It is also worth noting that although concepts 1 and 3 involve approximately the same investment in utilities and community facilities, a rela-



## CONCEPT 2

Year-Round Existing Homes to be Retained	480
Number of New Dwelling Units	2,550
Total Dwelling Units, Existing & New (Rounded)	3,030
Total Estimated Population	12,100
New 1-Family Detached Dwellings @ 7/Acre	2,550
New 1-Family Attached Town Houses @ 13-16/Acre	—
New Apartments @ 20-40/Acre	—
Streets, Excluding Expressway	\$ 5,750,000
Sanitary Sewers	16,800,000
Storm Drains	8,820,000
Water System	1,550,000
Street Lights, Street Trees, Traffic Lights, Fire Alarm, Police Boxes	2,960,000
Lagoon, Including Bulkhead, and New Beaches	—
Beach Fill (Exclusive of area west of Lagoon, which will be done by Army Corps of Engineers)	480,000
Shore Protection, Including Public Promenade	2,580,000
Miscellaneous and Contingencies @ 10%	3,894,000
SUBTOTAL	\$42,834,000
Administration, Design, and Supervision @ 10%	4,283,000
SUBTOTAL (ROUNDED) UTILITIES	\$47,120,000
Schools <sup>1 Elementary 1 Intermediate</sup>	\$ 8,250,000
Library, Police & Fire Station, and Parks	5,100,000
TOTAL COST OF UTILITIES AND COMMUNITY FACILITIES*	\$60,470,000

\$ 23,710

\*The total cost would be split between the city and the various developers. The division of costs would depend, in part, on the method of land disposition developed in the final planning process.



tively large proportion of the investment in concept 3 is spent for items such as the new lagoon, parks and schools, whereas a higher proportion of the expenditures in concept 1 are for such items as street paving, sanitary sewers, and storm drains. Thus, while all the concepts will result in considerably improved conditions for existing properties (new sidewalks, street paving, lighting, etc.), concept 3, by the nature of its

investment, will result in an especially great increase in the value of all properties within Annadale-Huguenot. Thus, the vivid and tangible results of a modern planning approach include both the creation of an attractive environment, and a better investment for property owners and the city.



# CONCEPT 3

	457
	6,200
	6,660
	23,500
	1,000
	3,750
	1,450
	\$ 5,800,000
	14,300,000
	8,400,000
	1,440,000
	2,550,000
	4,180,000
	190,000
	1,500,000
	3,836,000
	\$42,196,000
	\$ 4,220,000
	\$46,420,000
2 Elementary	\$11,000,000
1 Intermediate	5,800,000
	\$63,220,000
	\$ 10,200



# CONCEPT 4

	448
	10,400
	10,850
	35,200
	800
	1,650
	7,950
	\$ 5,750,000
	14,500,000
	9,500,000
	1,440,000
	2,550,000
	4,180,000
	190,000
	1,500,000
	3,961,000
	\$43,571,000
	4,357,000
	\$47,930,000
2 Elementary	\$11,000,000
1 Intermediate	5,800,000
	\$64,730,000
	\$ 6,225





*As many existing homes as possible will be retained and provided with a compatible environment of low density housing. Street paving and other public utilities will help improve already-developed areas.*



# PAST, PRESENT, AND FUTURE

New York City has committed itself to the concept of building a better residential community in Annadale-Huguenot. These alternative development concepts have been prepared over a six-month period following several years of lively debate about the area's future. The residents of Annadale-Huguenot have faced considerable uncertainties during this period. Decisions must now be made.

This report represents a step in the planning process. Each of the concepts must now be discussed and evaluated, both by city technicians and officials, and citizens of Staten Island and New York City as a whole. As a result of these evaluations and reviews a planning concept will be chosen, final plans will be drawn, and the new community can begin to take shape. It is against the quality of life possible in the new homes, schools, shops, and parks that these development concepts must be measured.









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